

N-1437-2

PAO CHIA SYSTEM IN THE SETTLEMENT

1437-1-3) ~~After~~ Under the leadership of the Chairman of the Shanghai Municipal Council, the Chinese residents of the Settlement shall be organized into a so called "Pao Chia" system for the purpose of helping the Police in the maintenance of peace and order in the Settlement. The activities of this proposed Organization shall, however, be of limited nature and neither carrying of arms nor taking of any forceful measures by the members of the Organization shall be permitted. It has as its aim the suppression of all activities of undesirable elements and the attainment of co-operation between the bonafide Chinese public and the Police. With these aims in view the management and supervision of this Organization would be mainly left in the hands of the Municipal Police.

(2) Main Points of the Organization

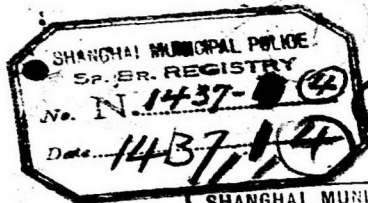
- (a) The details of the Organization shall be drafted by the Council and expenses should be borne by the S.M.C.
- (b) Although the S.M.P. takes the leading role in this Organization some outside members could be invited in the office when it is found necessary.
- (c) The main units of the Organization should correspond to the Police Districts in the Settlement and each chief of the Police Station should be responsible for its respective unit.
- (d) The members of the Organization will be limited to Chinese Residents of the Settlement for the time being.
- (e) This Organization being a semi-official one, the Chairman of the Council would be the President and be responsible for all its activities and the Commissioner of Police as Vice President would be responsible to the Chairman in carrying out all the necessary arrangements and controlling the activities.
- (f) This Organization is to be formed in the Districts south of Soochow Creek first and when this is completed, the existing Pao Chia system in the north of the Soochow Creek would be amalgamated into the same Organization.

(3) Issue of Citizen Certificates

The Citizens' certificates would be issued to the residents in the Settlement of 18 years of age and upwards. The certificate should bear the photograph, name, address, occupation, age and place of employment of the holder. Before it is issued all the above details will be checked by the Police so that no false statements could be made.

The S.M.C. would charge a fee to cover the expenses of issuing the certificates. Those who enter the city from outside should apply for temporary citizen certificates at the various Police Stations.

It is intended that the city Government and the French Concession would issue similar certificates so that the movements of residents in these areas should be free.



File No. 715/6

POLICE FORCE
FOR INFORMATION
4 MAR. 1942

COPY

SHANGHAI MUNICIPAL POLICE HEADQUARTERS	
042 (43)	For disposal Note & return Submit for recommendation to the Settlement for the purpose of the settlement or necessary action to be taken by the Settlement and file
Initials.....	For file.....
Date: 4 MAR. 1942	Date:

Translation of Petition to Secretary
Teraoka from Chiang Ting-yao (蔣庭耀)
and Hsu Ts'ang (許昌).Address: 25 Lao T'a Hu Li (里安泰巷),
North Shansse Road.

No date.

"Pao Chia" system for Settlement recommended.

Reasons why the Pao Chia (甲保) system should be instituted in the Settlement: The Settlement in Shanghai was founded according to the terms of the treaty calling for the opening of five trade ports after China's defeat in the Opium War. During the last one hundred odd years the foreigners in the Settlement have usurped the rights of the Chinese, and consequently Shanghai became a principal base for Anglo-American aggression against China. No stone was left unturned to exploit and oppress the Chinese, whose sufferings are indescribable.

Happily, on 8th December last year following the outbreak of the war for the emancipation of Great East Asia, the Imperial forces entered and occupied the Settlement to drive out British and American influences in order to free the Chinese from the yoke of oppression.

The entire Chinese community in this city are rejoiced to find an opportunity for national regeneration, for the preservation of territorial integrity and for the enjoyment of a bright future. This may be taken as evidence of a sincere desire for mutual assistance and brotherly cooperation between two peoples of the same race. When foreigners were in control of the Settlement, they devoted their efforts exclusively to the development of prosperity and allowed opium smoking, gambling, prostitution and other vices to carry on freely as pitfalls for the Chinese. Therefore, the Settlement was looked upon as a paradise for the wealthy and a sanctuary for criminals. People



FILE



from all provinces flocked to the Settlement where Chinese and foreigners of varying characters congregate. Criminal activities were a matter of frequent occurrence; robberies and acts of terrorism were committed without cessation. In spite of the large number of detectives and police, peace and good order could hardly be maintained.

The reason for this state of affairs is that no Pao Chia system has yet been instituted, so it is impossible to investigate or watch the residents. The Pao Chia system has been enforced in China for a long time, and, as both the method and the purpose are excellent, arrangements modelled after this system should be introduced in the Settlement as quickly as possible. In the Rural Purification areas, such as Soochow and Changshu where banditry has been completely suppressed, efforts are being made to extend the enforcement of the Pao Chia system; house-to-house searches and mutual surveillance are carried out under strict orders, so that bad characters can no longer maintain their foothold.

The Pao Chia system provides for joint responsibility, and since every person wants safety for himself and his family, would anyone risk the consequences of harbouring or shielding criminals? If the Settlement is thus cleared of criminals, not only will public safety be ensured, but the success of the Pao Chia system whereby all evils can be eradicated once and for all.

The undersigned are well-experienced in the organization of the Pao Chia system. At this time, when Great East Asia is being emancipated, we wish to render service but have no opportunity to do so.

We have explained briefly the reasons for introducing the Pao Chia system. A scheme is enclosed herewith. If you would adopt my suggestion, please appoint an officer to guide and direct the work of organizing the said system. Draft regulations and tables are forwarded herewith for consideration. Please reply and state whether my suggestions are suitable.

(Signed and sealed)

Chiang Ting-wei

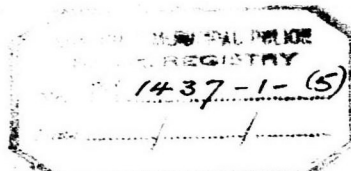
Enclosures: A copy of Concise Regulations governing organization of the Pao Chia Office for the Settlement and a copy of Provisional Regulations for investigating and organizing residents in the Settlement under the Pao Chia system.

Note: ("Pao Chia" is a tithing-system of grouping families into wards or divisions of a town. Ten families make a "Chia" and ten "Chia" make a Pao.C.K.)

(Note: Received for translation late a.m. 2nd March, 1942.)

C. Kliende





Special Branch, Headquarters.
March 12, 1942.

OFFICE COPY
NOT TO BE TAKEN AWAY

Officer i/o

Station.

Pao Chia Census Forms

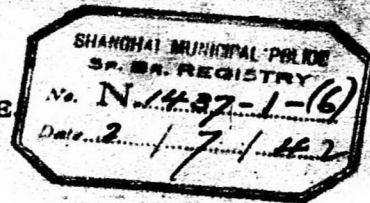
Attached herewith for your reference is the English text of the Pao Chia Census Forms already sent to you.

Please instruct those concerned that each "Wa" () should fill in one form in triplicate and in a proper way according to the directions printed thereon because Residents Certificates will be issued according to the particulars given in the form. The residents are required to fill in and return the forms within three days. One copy is to be kept by the Station, one by the Chief of "Wa" and a third copy by the Pao Chia District Office.

Copies sent to 7
stations south of
Sunchow Creek :-
Central, Lunga,
Chengte RS., Singa,
B' Well, Gordon,
Pasturo.

P. J. Ruiz
for Office i/o Special Branch.

SHANGHAI MUNICIPAL POLICE
REPORT



Special Branch Station File No. Date April 7, 1942

General
Situation

SUBJECT: Progress re Enforcement of Pao Chia System in the Settlement

Following the bombing outrages in the Louza District on China New Year Eve (February 14, 1942), the Shanghai Municipal Police immediately commenced the enforcement of the PAO CHIA SYSTEM in the Settlement area South of Soochow Creek. This system provides for practical measures to purge the Settlement of undesirable elements and to curb lawless activities by bringing about close co-operation between the residents and the Police authorities.

The Settlement area south of Soochow Creek has been divided into seven Pao Chia Districts according to Police Districts. Each Pao Chia District is divided into Sections which are sub-divided into "Pao" (份), which is further divided into "Chia" (份). A "Chia" consists of 10 or more "Wu" (户). A "Wu" is a shop or dwelling house.

The organization of Pao Chia units in the various districts is as follows :-

District	No. of Sections	No. of Pao	No. of Chia	No. of Wu
Central	4	38	680	6,855
Louza	5	55	848	7,122
Chengtu Rd.	4	60	630	5,552
Sinza	5	50	500	5,704
Bubbling Well	4	37	475	4,588
Garden Road	5	60	744	5,220
Footscray Road	5	54	757	5,501
	32	400	4,850	44,332



SHANGHAI MUNICIPAL POLICE.

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SUBJECT: - 2 -

Respectable Chinese have been entrusted to look after Pao Chia affairs in each unit and all residents must share in the responsibility of undertaking work against lawless elements.

Chinese responsible

A general idea of the organization of the Pao Chia system may be had from a study of the Provisional Regulations formulated by the Police, a copy of which is attached under Appendix "A". The work of the Pao Chia system includes the taking of a census, the issuing of citizenship certificates and the organization of a Vigilance Corps to assist the Police in maintaining peace and order of the Settlement.

Census taking

1-2-41

Under the supervision and guidance of the Municipal Police, the Pao Chia officials in each district commenced the taking of a census in the early part of March, and it is expected that it will be completed in the near future. The census is being taken on specially prepared forms by the Police. A copy of census form is enclosed under Appendix "B".

The census taking includes a system for the mutual guarantee of all residents of the Settlement, having for its purpose the elimination of all undesirable elements.

Formation of Vigilance Corps

With the enforcement of the Pao Chia System in the various districts, a Vigilance Corps was formed and is now co-operating with the Police in upholding law and order.

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Male Chinese residents in the International Settlement between the ages of 20 and 45 are under obligation to serve in the Corps. Members of the Corps perform duties in three-hour shifts between 6 a.m. and 12 m.n. daily.

Details of the functions and organization of the Vigilance Corps are contained in the Provisional Regulations enclosed under Appendix "C".

Wooden kiosks for the use of members on duty have been erected at important road crossings in various districts. Members of the Corps are unarmed but are equipped with the following :-

1. Police whistle.
2. Baton.
3. Rope for use in blockades.
4. Electric torch.
5. Conference Book.

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The Vigilance Corps is functioning satisfactorily under the supervision of the Municipal Police. Apart from rendering assistance during blockades, no fewer than 55 cases, in which members of the Corps have helped the Police in the apprehension of criminals have been recorded in various districts. The following are a few of the more outstanding cases :-

1. Assisting in the arrest of the culprit responsible for the placing of a time-bomb in the Sinsa District on April 14.
2. Assisting in the arrest of a robber concerned in armed robbery of \$3,700 in the Louza District on April 25.

SHANGHAI MUNICIPAL POLICE.

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The following table shows the strength of the Vigilance Corps in each District and the number of kiosks erected :-

District	No. of members	No. of members on duty daily	No. of kiosks erected
Central	27,662	2,340	24
Lousa	-	3,168	100
Chengtu Rd.	23,859	1,899	21
Sinsa	-	1,790	Under construction
Bubbling Well	12,500	1,023	"
Gordon Rd.	14,900	2,494	35
Footec Rd.	8,000	1,200	50
	86,921	13,205	230

Instructional classes on the duties of Pao Chia officials and members of the Vigilance Corps have been held from time to time under the supervision of Police officers.

Pao Chia Offices and Issue of Citizenship Certificates

A Pao Chia Preparatory Committee was formed on March 16, 1942, with an office in the Ningpo Fellow Countrymen's Association, 480 Yu Ya Ching Road, for the purpose of improving relationship between the various Pao Chia committees in districts. This Committee was dissolved on April 24, following the establishment of the Pao Chia Office of the S.M.P. at 290 Foochow Road.

The Pao Chia Office of the S.M.P. is responsible for the administration and supervision of the enforcement of the Pao Chia system and the issuing of the citizenship certificates. The issue of these certificates will commence as from May 10,

SHANGHAI MUNICIPAL POLICE.

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1942. A copy of regulations governing the issue of Citizenship Certificates is attached hereto under Appendix "D".

The following forms have been issued to the Police Stations for distribution :-

- 1) Applications for citizenship Certificates.
- 2) Change of address report forms.
- 3) Death Report Forms.
- 4) Birth Report Forms.

To facilitate the issue of citizenship certificates and the supervision of Pao Chia affairs in each district, a separate Pao Chia Office has been established at each Police Station.

The Chiefs of Pao Chia Districts, Sections and Paoes have their own offices to look after affairs in their respective areas.

Anti-Terrorist Schemes

To put a stop to terroristic incidents, officers of the Police Stations with the assistance of the Pao Chia officials in their respective districts are enforcing the following anti-terrorist plans :-

- a) Blockading of all alleyways by iron gates or newly erected wooden gates in case of emergency.
- b) Blockading of all road intersections along the boundaries of districts in "A" and "B" Divisions in case of emergency. This will be done by erection of bamboo street gates, now under construction, in Central and Louza Districts and by use of barricades in the other districts.
- c) Permanent closing of unimportant road intersections in the Chengtu Road and Louza Districts by barbed wire entanglements.

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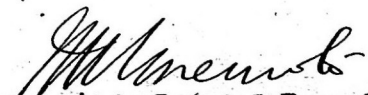
SUBJECT:

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d) Installation of alarm systems in all districts. A siren alarm system has been completed and is in operation in the Footoo Road District since April 8, 1942. In the other districts a kind of bell alarm system is being introduced and the work of construction has already been completed in the Chengtu Road and Bubbling Well Districts.

Foreign Section
of Pao Chia
System

The Pao Chia System will also be extended to foreign residents of the International Settlement. Regulations governing the enforcement of the System in respect to foreign residents are now being studied.


Officer i/c Special Branch.

D.C. (Crime & Special Branches)

A

PROVISIONAL REGULATIONS GOVERNING THE INSTITUTION OF THE
PAO CHIA SYSTEM, THE TAKING OF A CENSUS AND THE ISSUING
OF CITIZENSHIP CERTIFICATES BY THE SHANGHAI MUNICIPAL
POLICE.

CHAPTER I. - GENERAL RULES

Article 1. - For the purpose of taking a census and eliminating acts of terrorism and maintaining peace and order, the Shanghai Municipal Police promulgates these PROVISIONAL REGULATIONS governing the institution of the PAO CHIA SYSTEM, the taking of a census and the issuing of CITIZENSHIP CERTIFICATES which will be conducted under the direction of the Police.

Article 2. - All citizens of the Republic of China living in the International Settlement must comply with the PAO CHIA SYSTEM.

Article 3. - The PAO CHIA DISTRICTS will be divided according to Police Districts.

"A" Division

Central Pao Chia District
Louza Pao Chia District
Chengtu Road Pao Chia District

"B" Division

Sinza Pao Chia District
Bubbling Well Pao Chia District
Gordon Road Pao Chia District
Footoo Road Pao Chia District

"C" Division

Hongkew Pao Chia District
West Hongkew Pao Chia District
Kashing Road Pao Chia District
Dixwell Road Pao Chia District

"D" Division

Wayside Pao Chia District
Yulin Road Pao Chia District
Yangetzeyoo Pao Chia District

Article 4. - A PAO CHIA PREPARATORY COMMITTEE of 10 to 15 members of the area concerned will be formed in each Police District. Each Committee will proceed to form Pao Chia Districts according to Police Districts. There will be one Chief and two Deputy-Chiefs for each District. A Pao Chia District will be divided into Sections according to Police Sections. There will be one Chief and two Deputy-Chiefs for each Section.

A Pao Chia Section be divided into Pao, Chia and Tuiling to Article 5.

Following the completion of the preparations by the PAO CHIA FACTORY COMMITTEE, this Committee will be dissolved. A new Committee to be known as the CHIA COMMITTEE will be formed by the Municipal Council to attend to all other.

Article 5. - The formation of Pao and Pao will be according to the following plan :-

- (a) TU - Each shu dwelling house will be known as shu with one Chief.
- (b) CHIA - Ten shu form one CHIA with one Chief.
- (c) PAO - Ten CHIA form one PAO with one Chief.
- (d) Buildings, such as apartments, hotels, factories, etc., accommodating large numbers of people may be considered as one or more shu which they must form their own TU CHIA.
- (e) Under special circumstances, the rule of Paragraph governing the formation of CHIA may be altered by increasing the number of TU CHIA to 15 or by decreasing the number to 6.

Article 6. - Every Chief of TU be responsible for the correct filling of the census forms distributed by the office.

- Article 7. - (a) PAO CHIA CERTIFICATE - Upon completion of the census, CHIA CERTIFICATE will be issued to shu and shall be affixed in a conspicuous position to the main outer entrance to the premises, and remain at all times legible and undamaged.
- (b) CITIZENSHIP CERTIFICATE - Occupants of a shu are required to be in possession of CITIZENSHIP CERTIFICATE issued by the Police on application and such certificates should always be carried on the person. (Conditions governing this certificate will be issued separately).

CHAPTER II. - REGULATIONS RELATING TO THE APPOINTMENT OF CHIEFS OF TU, CHIA, SECTIONS AND DISTRICTS.

Article 8. - (a) Chief of TU - Chief tenant should be appointed as shu or tu, except in the case of shu, in which event, a responsible person should be appointed as the Chief. Where there is no person qualified or wishes to become the Chief, the Council concerned will detail a person to act in lieu of shu.

- (b) Chief of Chia - The Chief of Chia should be appointed from amongst the Chiefs of Wu or recommended by the Chief of Pao.
- (c) Chief of Pao - The Chief of Pao should be appointed from amongst the Chiefs of Chia or recommended by the Chief of Section.
- (d) Chief of Section - The Chief of Section should be appointed from amongst the Chiefs of Pao or recommended by Chief of District.
- (e) Chief of District - The Chief of District should be appointed from amongst the Chiefs of Sections or recommended by the Police.

Article 9. - The following are not qualified to act as officials of the PAO CHIA organization :-

- (a) Females.
- (b) Persons who are under the age of 20.
- (c) Illiterates.
- (d) Persons who have no proper profession or occupation.
- (e) Persons who have been deprived of their civil rights.
- (f) Persons who have connection with subversive movements which are detrimental to peace and order.
- (g) Persons who have serious physical defects.

Article 10. - As soon as the election of Chiefs of Districts, Sections, Pao, Chia and Wu is completed, a list of their names and qualifications should be immediately sent to the Police after which certificates of appointment will be issued.

CHAPTER III. - THE DUTIES OF CHIEFS OF DISTRICTS, SECTIONS, PAO, CHIA AND WU.

Article 11. - The following will constitute the functions of the PAO CHIA organization:-

- (a) To register residents, changes of address as well as births and deaths.
- (b) To investigate and report the activities or the presence of undesirable elements in the district.
- (c) To render assistance to the Police in effecting the arrest of terroristic and other undesirable elements.
- (d) To observe the movements of residents in the district.
- (e) To report to the proper authorities the transportation or storage of hazardous materials.

- (f) To assist in maintaining peace and order in the district by organizing VIGILANCE CORPS, regulations of which will be issued separately.

Article 12. - The duties of Chief of District are to supervise the workings of the whole Pao Chia organization in his District. The duties of a Deputy-Chief are to assist the Chief or to act in his absence.

Article 13. - The duties of Chief of Section are to assist the Chief of the District and to supervise the proper working of the Chiefs of Pao in his Section. The duties of a Deputy-Chief are to assist the Chief or to act in his absence.

Article 14. - The duties of Chief of Pao are to assist the Chief of Section in the execution of his work and to supervise the proper working of the Chiefs of Chia in his Pao.

Article 15. - The duties of Chief of Chia are to assist the Chief of Pao in the execution of his duties and to supervise the proper working of the Chiefs of Wu.

Article 16. - The Chief of Wu should attend to the proper filling up of census forms and to report immediately all changes of addresses as well as births and deaths.

Article 17. - In the event of a person who had signed a mutual guarantee bond becoming involved in unlawful activities, the others who had signed the same bond will also be held responsible. 19th 2/10

Article 18. - In connection with the promotion of Pao Chia work in the various districts, the Police Stations concerned will from time to time despatch officers to undertake supervision work.

CHAPTER IV - REWARD AND PUNISHMENT.

Article 19. - Punishment in accordance with law will be imposed on persons who commit any of the following offences and who may be denied sanctuary of the Settlement in serious cases :- 24th 2/11

- (a) Aiding, abetting or conspiring with or giving shelter to undesirable elements or intentionally withholding information concerning activities or presence of undesirable elements. 24th 2/11

- (b) Violating of Pao Chia regulations or refusing to fill in census forms or giving inaccurate information in the census.
- (c) Neglecting duties allotted to them.
- (d) Unnecessarily exercising of authority or committing corrupt practices.
- (e) Disturbing the peace and order.
- (f) Promoting any people's movement without permission.

Article 20. - Rewards will be issued to persons for performing any of the following acts :-

- (a) Giving information about undesirable elements or immediately reporting the presence of such, thereby leading to their arrest.
- (b) Giving information regarding firearms and ammunition or subversive literature.
- (c) Working diligently for the maintenance of peace and order in the district.
- (d) Rendering meritorious service in Pao Chia affairs.

Relatives or dependents of persons encountering death or sustaining injuries in the execution of their duties will receive compassionate grants.

Article 21. - These regulations are subject to amendment.

C

**PROVISIONAL REGULATIONS GOVERNING THE ORGANIZATION OF PAO CHIA
VIGILANCE CORPS BY THE SHANGHAI MUNICIPAL POLICE**

CHAPTER I. - GENERAL RULES.

Article 1. - The object of the Shanghai Municipal Police in organizing the Pao Chia Vigilance Corps is to create closer co-operation between the residents and the Police in the International Settlement in the maintenance of peace and order, to purge the Settlement of undesirable elements and to eradicate terroristic activities.

Article 2. - All male Chinese residents in the International Settlement between the ages of 20 and 45 are under civic obligation to become members of the Vigilance Corps except those coming within the terms of Article 3.

Article 3. - The following are exempt from service in the Corps :-

- a) Those who are serving in official organs.
- b) Invalids and those who have grave physical defects.
- c) Those who have had previous criminal convictions.
- d) Those who have been deprived of their civil rights.

Article 4. - All members of a Vigilance Corps shall give their services voluntarily and the expenses of the Corps shall be borne by all residents of the Pao Chia District concerned.

CHAPTER II. - ORGANIZATION

Article 5. - The Vigilance Corps of a Pao Chia District will be divided according to the Pao Chia Sections and Pao.

Article 6. - The Chief and the two Deputy Chiefs of the Pao Chia District will concurrently be the Chief and Deputy Chiefs of the Vigilance Corps of the District.

Article 7. - The Chief and two Deputy Chiefs of a Pao Chia Section will concurrently be the Chief and Deputy Chiefs of the Vigilance Corps of the Section.

Article 8. - The Chief of a Pao will act concurrently as Chief of the Vigilance Corps of his area.

Article 9. - The Chief of a Chia will act concurrently as Chief of Squad.

Article 10. - A Squad is composed from 9 to 15 men with the Chief of Squad having discretion to increase or decrease the number according to circumstances.

Article 11. - Officers in charge of Police Stations will exercise their discretion as to the number of men of a Vigilance Corps required for duty for every shift, call off the patrols at any time or to continue or discontinue the patrols during curfew hours.

Article 12. - A Vigilance Corps shall forward a list of the names of its members to the Police for purposes of record and the Police shall appoint officers to guide and give directions from time to time.

CHAPTER III. - DUTIES

Article 13. - The duties of the Chief of a Pao Chia District are to supervise the workings of the Vigilance Corps in his district and to make patrol inspections from time to time.

The duties of a Deputy-Chief are to assist the Chief and to act in his absence.

Article 14. - The duties of the Chief of a Pao Chia Section are to assist the Chief of the Pao Chia District and to supervise the proper working of the Vigilance Corps in his Section and to make patrol inspections from time to time.

The duties of a Deputy-Chief are to assist the Chief and to act in his absence.

Article 15. - The duties of a Chief of Pao are :-

- a) To compile a list of the members of his Vigilance Corps.
- b) To exercise proper supervision over the working of the Corps.
- c) To keep a proper record of its activities.
- d) To assist the Chief of Section in the execution of his duties.
- e) To submit suggestions and recommendations for the efficient working of the Vigilance Corps.

the

Article 16. - The duties of Chief of a Squad are :-

- a) To draw up rosters fairly without fear or favour.
- b) To inform the members concerned in proper time.
- c) To arrange their duties.
- d) To report defaulters to Chief of Pao.
- e) To inspect and to ensure that the men are clean and properly clad.

Article 17. - The duties of the members of a Vigilance Corps are :-

- a) To report for duty to the Chief of Squad.
- b) To raise an alarm immediately on the occurrence of an incident.
- c) To assist the Police in searching for or arresting unlawful elements.
- d) To persuade residents to observe the law and the Police Regulations and Bye-Laws.
- e) To supply the Police with information of anything liable to affect peace and order.
- f) To keep observation on suspicious-looking persons in the course of their patrols.

Article 18. - The arrangements of shifts and the allocation of duties shall be as follows :-

- a) Members shall be on duty in two hour periods by rotation.
- b) The outgoing shift shall reconvey to the relieving shift any special instructions previously received.
- c) One or more squads shall be on duty in a Pao area.

CHAPTER IV. - EQUIPMENT.

Article 19. - a) Members of the Corps when on duty shall carry a baton and a Police whistle.

b) They shall wear a cloth armband bearing the following inscription "Name of District, No. of Section, No. ... Pao, Vigilance Corps."

These bands will be chopped by the Officer in charge of Police Station concerned who will also give each band a serial number.

CHAPTER V. - REWARDS AND PUNISHMENT

Article 20. - Rewards will be issued to members of the Vigilance Corps for performing any of the following acts :-
(a) Giving information about undesirable elements or immediately reporting the presence of such, thereby leading to their arrest.
(b) Giving information regarding firearms and ammunition or subversive literature.
(c) Working diligently at his duties.

Article 21. - Relatives or dependents of members of the Vigilance Corps encountering death or sustaining injuries in the execution of their duties will receive compassionate grants.

Article 22. - Punishment in accordance with law will be imposed on any member of the Vigilance Corps who commits any of the following offences :-
a) Aiding, abetting or conspiring with or giving shelter to undesirable elements or intentionally withholding information concerning the activities or presence of undesirable elements.
b) Neglecting duties allotted to them.
c) Undue exercise of authority in the execution of their duties.
d) Committing corrupt practices.
e) Taking part in any people's movement without permission.

Article 23. - These regulations are subject to amendment.

D

May 7, 1942.

(TRANSLATION)

REGULATIONS GOVERNING THE ISSUE OF CITIZENSHIP
CERTIFICATES IN THE INTERNATIONAL SETTLEMENT
OF SHANGHAI

Chapter I. General Rules

- Article 1. All citizens in the International Settlement of Shanghai who have fixed abodes and who pay municipal rates to the S.M.C. and their family members above 7 years of age (full age) must apply for citizenship certificates.
- Article 2. Citizenship certificates are issued by the Shanghai Municipal Police.
- Article 3. A Citizenship Certificate Issuing Office is established by the Shanghai Municipal Police to manage affairs regarding the issue of such certificates.
- Article 4. Enquiries relating to the issue of citizenship certificates are undertaken by the Pao Chia Section of the various Police Stations which also assist in the issuing of the certificates.
- Article 5. A citizenship certificate is issued according to the following forms :-
(a) Form No.1 Application form for the issue of citizenship certificate of the International Settlement of Shanghai.
(b) Form No.2 Citizenship certificate.
(c) Form No.3 Specified type and size of photo.
- Article 6. To facilitate the distinguishing of the residents of Divisions "A", "B", "C" and "D", horizontal lines of the following different colours are printed on the citizenship certificates and its application form :-
(a) Division "A" Red horizontal line.
(b) Division "B" Green horizontal line.
(c) Division "C" Yellow horizontal line.
(d) Division "D" Blue horizontal line.
- Article 7. A citizen must apply for a citizenship certificate on his or her own behalf.

Chapter II. Principal rules regarding the issue of citizenship certificates

- Article 8. In making an application for issue of a citizenship certificate by a citizen, the guarantee of the Chief of Wu and the Chief of Chia concerned is required.

Article 9. The procedure in applying for citizenship certificate is as follows :-
(a) The applicant is required to fill in the application form all details required according to the Remarks printed on the reverse side of the form, which, after having been chopped by the applicant, is to be forwarded to the Chief of Wu.
(b) Having secured the guarantee of the Chief of Chia and the Chief of Wu, the applicant should forward his or her application form, together with 2 photos of the specified size and type, to the Pao Chia Section of the Police Station concerned.
(c) The applicant is required to call at the Police Station concerned and receive his or her citizenship certificate three days after the forwarding of his or her application form.

Article 10. The following are the responsibilities and duties of the Chief of Wu :-
(a) The Chief of Wu is under an obligation to instruct all residents above the age of 7 years living in his house to carry their citizenship certificates.
(b) The Chief of Wu is not allowed to guarantee residents other than those living in his house.
(c) The Chief of Wu must not guarantee any resident in his house whose character he thinks is improper.
(d) The Chief of Wu should collect all application forms in his house and forward them to the Chief of Chia for the latter's signature and shop as additional guarantee.
(e) Having secured the guarantee of the Chief of Chia, the Chief of Wu should immediately return the application forms to the applicants concerned.

Article 11. The duties and responsibilities of the Chief of Chia are as follows :-
1. The Chief of Chia is not allowed to act as guarantor for residents not belonging to his own Chia.
2. The Chief of Chia should not guarantee any applicant whom he considers undesirable.
3. The Chief of Chia, after having signed and sealed the application as guarantor, should immediately return the application to the Chief of Wu.

Article 12. The Chief of Pao will be responsible for the supervision of all affairs within his Pao, although he is not directly responsible for the issue of citizenship certificates.

Article 13. General principles relating to the procedure of issuing citizenship certificates are included in the detailed rules governing the procedure of issuing citizenship certificates.

Article 14. Citizenship certificates must always be carried on the person.

Article 15. Citizenship certificates are not allowed to be loaned to others.

Article 16. In case of loss, the person concerned should report personally to the Police Station responsible for the issue of the certificate.

Article 17. In case of removal or death, the citizenship certificate should be handed to the Police Station concerned together with the removal report or death report etc. Persons reaching the age of 7 years, or persons removing into the Settlement with the intention of living a long period therein, should apply for citizenship certificates.

Article 18. Persons contravening the following conditions will be punished:-

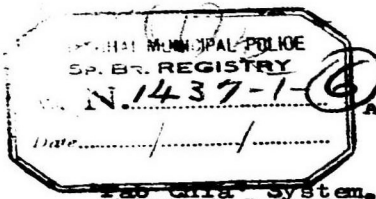
- 1) Making counterfeit citizenship certificates or participating or possessing or selling of same.
- 2) Obtaining citizenship certificates by means of fraud or threats.
- 3) Illegal use of another's certificates or privately transferring same.
- 4) Issuing certificates privately by persons concerned through bribery or out of friendship.

May 7, 1942.

TRANSLATION

Regulations governing the issuing of Special Citizenship Certificate

- Article 1** Apart from the issuing of ordinary Citizenship Certificates, Special Citizenship Certificates will be issued to specific persons with a view to securing the utmost efforts in maintaining peace and order in the Settlement and promoting Sino-Japanese rapprochement for the realization of co-prosperity and co-existence of the two nations.
- Article 2** In principle, Special Citizenship Certificates will be issued directly by the Commissioner of the Shanghai Municipal Police.
- Article 3** Officers-in-charge of Stations will be responsible for the enquiries and recommendations for the issuing of Special Citizenship Certificates to specific persons.
- Article 4** The specific persons mentioned in the proceeding paragraphs are:
- A) Military and Naval officers, and those who have contributed towards Sino-Japanese peace.
 - B) Persons of high social and moral standing, and those who have contributed towards public and social welfare thereby promoting Sino-Japanese peace.
 - C) Persons recommended by high Military and Naval officials.
 - D) High officials of the S.M.C. and persons specified by the Police Force.
 - E) Those who have done special good work for the Pao Chia System in the Settlement.
- Article 5** The procedures of issue will be as follows:-
Special Citizenship Certificates will be issued after due consideration by the Headquarters of the S.M.P. on the recommendation of the Officers-in-charge of Stations after investigation.
- Article 6** Holders of Special Citizenship Certificates will be accorded the following preferential treatment:-
- A) They will be allowed passage during time of extraordinary precautions.
 - B) They will be exempt from interrogation and bodily search in the front of the public.
- Article 7** The preferential treatment of persons holding Special Citizenship Certificates will be referred to the military and other official authorities by the S.M.C. for observation.
- Article 8** A specimen of the Special Citizenship Certificate is attached hereto.



April 30, 1942.

The effective enforcement of this system requires a huge sum of money and in order to meet the initial expenses it is proposed that an Emergency Rate be introduced by the Council as a Sinking Fund for the purpose of raising a Municipal Loan with the income from the Emergency Rate as security. In this connection it is necessary that the leaders of Japanese and Chinese banking circles should be invited to cooperate in the distribution of the debentures.

The indiscriminate conscription of members of the civilian community for auxiliary police duty under the Pao Chia System has its good as well as bad effects, because quite a lot of useful and professional civilians have their own legitimate business to attend to and some ones even are too weak to cope with armed criminals in case of an emergency. The utilization of the unemployed will, on the other hand, have more scope for training and for selection as regards physical fitness of Vigilance members. The Vigilance Corps can be turned into an Auxiliary Police Force and put under the direct control of the Municipal Police, and civilians can be used to form patrol squads and for general supervision duty.

Warning should be given to all shops, restaurants, lodging houses and hotels and police and private watchmen in alleyways to examine all bulky parcels or boxes carried by persons entering such premises and alleyways with a view to preventing the conveyance of bombs.

RECEIVED
1437-1(6)

March 31, 1942.

Re Enforcement of Pao Chia System in the
Settlement Area south of Szechow Creek

Following the bombing outrages in the Louisa District on China New Year Eve (February 14, 1942), the Shanghai Municipal Police immediately commenced the enforcement of the "Pao Chia" system in the Settlement area south of the Szechow Creek. This system provides for practical measures to purge the Settlement of undesirable elements and to curb lawless activities by bringing about close co-operation between the residents and the Police authorities. It is already in operation.

The Settlement area south of Szechow Creek has been divided into seven Pao Chia Districts according to Police Districts; each Pao Chia District is divided into Sections which are sub-divided into "Pao" (保) which is further divided into "Chia" (甲). A "Chia" consists of 10 or more "Hu" (户) (house or dwelling houses). These Districts are not uniform as to size of population or area.

Responsible persons are selected to attend to Pao Chia duties and all residents must share in the responsibility of undertaking work against lawless elements.

A general idea of the organization of the Pao Chia system may be had from a copy of the Provisional Regulations formulated by the Police (copy of which is attached as Appendix "A").

The principal work of the Pao Chia system is the taking of a census, the issuing of identification certificates, and the organization of vigilance corps.

to assist the Police in maintaining peace and order in the Settlement.

Under Police supervision and guidance, the Pao Chia Office in each district takes a census and organizes a Vigilance Corps. A census form (An English translation of which is attached as Appendix -B-) is prepared by the Police and copies are distributed among the residents. On the same form are printed a pledge (marked "P") to be signed by the Chief of "Wa" (\bar{w}), the smallest unit in the Pao Chia organization, who is responsible for the good conduct of all tenants in his house, and a mutual guarantee bond that has to be signed by two other chiefs of "Wa" guaranteeing the good conduct of the first chief of "Wa" and his family (marked "G"). In this way, all residents are made to guarantee one another with the result that undesirable elements will find it difficult to remain in the Settlement while unlawful activities will be reduced to a minimum. On completion of the census taking, citizenship certificates will be issued by the Police. The form this certificate will take is under consideration.

The Pao Chia system having been inaugurated in a District, it starts to form a Vigilance Corps to co-operate with the Police.

Vigilance Corps are currently functioning in nearly all Police Districts and the members are on duty on the streets day and night. It is estimated that 70 to 500 Pao Chia members are functioning in

duty in each district for two hours each shift.

A good idea of the efficiency of the Corps may be gathered from the fact that within the short period of March 15 to March 20, members of the Vigilance Corps in Simsa, Postco Road, Bubbling Well and Shengtu Road Districts have helped the Police in apprehending 30 persons in connection with offences of a criminal nature.

The Vigilance Corps is organized on the same lines as the Pao Chia system. Male Chinese residents in the International Settlement between the ages of 20 and 45 are under an obligation to serve in the Corps. Their duties include assistance to the Police in searching for and arresting unlawful elements, keeping observation on suspicious looking persons, supplying the Police with information of anything that is liable to affect peace and order, raising an alarm immediately on the occurrence of an incident, etc.

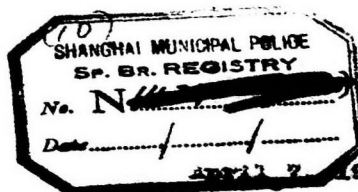
When on duty members carry batons and a police whistle and wear an identification armband endorsed by the Police. In some districts, wooden kiosks have been installed at important street intersections for use by members; these will later be equipped with emergency alarm bells. Similar kiosks are being constructed for all districts.

For further details regarding the purpose and the working of the Corps, a copy of the provisional regulations of the Corps formulated by the Police is attached as Appendix "C".

To improve relationship between the various

Pao Chia offices in districts, a Preparatory Committee has been formed with a Head Office in the Hingpo Fellow Countryman's Association, 460 Yu Ya Ching Road. This Committee will be dissolved and will be replaced by a Committee elected by the Pao Chia members. The various district Pao Chia offices are under the supervision and guidance of the Police Stations in the districts concerned. With the exception of a limited number of employees, all persons on Pao Chia work and all members of the Vigilance Corps give their services voluntarily.

The draft of the estimates is being expedited and will be made the subject of a separate report.



Progress re Enforcement of Pao
Chia System in the Settlement

General
Situation

Following the bombing outrages in the Louisa District on China New Year Eve (February 14, 1942), The Shanghai Municipal Police immediately commenced the enforcement of the Pao Chia SYSTEM in the Settlement area south of Szechow Creek. This system provides for practical measures to purge the Settlement of undesirable elements and to curb lawless activities by bringing about close co-operation between the residents and the Police authorities.

The Settlement area south of Szechow Creek has been divided into seven Pao Chia Districts according to Police Districts. Each Pao Chia District is divided into Sections which are sub-divided into "Pao" (保) which is further divided into "Chia" (甲). A Chia consists of 10 or more "Wu" (户) is a shop or dwelling house.

The organization of Pao Chia units in the various districts as follows :-

<u>District</u>	<u>No. of Sections</u>	<u>No. of Pao</u>	<u>No. of Chia</u>	<u>No. of Wu</u>
Central	4	35	600	6,333
Louisa	5	50	848	7,122
Changta Rd.	4	40	650	5,958
Santa	5	50	800	8,704
Bubbling Well	4	37	475	4,588
Gordon Road	5	69	744	8,285
Pootoo Road	6	94	757	8,281

Respectable Chinese have been entrusted to look after Pao Chia affairs in each unit and all residents must share in the responsibility of undertaking work against lawless elements.

A general idea of the organization of the Pao Chia system may be had from a study of the Provisional Regulations formulated by the Police, a copy of which is attached under Appendix "A". The work of the Pao Chia system includes the taking of a census, the issuing of citizenship certificates and the organization of a Vigilance Corps to assist the Police in maintaining peace and order of the Settlement.

Census taking

Under the supervision and guidance of the Municipal Police, the Pao Chia officials in each district commenced the taking of a census in the early part of March, and it is expected that it will be completed in the near future. The census is being taken on specially prepared forms by the Police. A copy of census form is enclosed under Appendix "B".

The census taking includes a system for the mutual guarantee of all residents of the Settlement, having for its purpose the elimination of all undesirable elements.

Formation of
Vigilance Corps

With the enforcement of the Pao Chia System in the various districts, a Vigilance Corps was formed and is now co-operating with the Police in upholding law and order.

Male Chinese residents in the International Settlement between the ages of 20 and 45 are under obligation to serve in the Corps. Members of the Corps perform duties in three-hour shifts between 6 a.m. and 12 m.n. daily.

Details of the functions and organization of the Vigilance Corps are contained in the Provisional Regulations enclosed under Appendix "C".

Wooden kiosks for the use of members on duty have been erected at important road crossings in various districts. Members of the Corps are unarmed but are equipped with the following :-

1. Police whistle.
2. Baton.
3. Rope for use in blockades.
4. Electric torch.
5. Conference Book.

The Vigilance Corps is functioning satisfactorily under the supervision of the Municipal Police. Apart from rendering assistance during blockades, a few fewer than 55 cases, in which members of the Corps have helped the Police in the apprehension of criminals have been recorded in various districts. The following are a few of the more outstanding cases :-

1. Assisting in the arrest of the culprit responsible for the placing of a time-bomb in the Sinau District on April 14.
2. Assisting in the arrest of a robber concerned in armed robbery of \$5,700 in the Louisa District on April 25.

The following table shows the strength of the Vigilance Corps in each District and the number of kiosks erected :-

<u>District</u>	<u>No. of members</u>	<u>No. of members on duty daily</u>	<u>No. of kiosks erected</u>
Central	27,662	2,340	24
Louza		3,168	100
Changtu Rd.	23,859	1,200	21
Sinza		1,790	Under construction
Bubbling Well	12,500	1,023	"
Gordon Rd.	14,900	2,484	24
Footoo Rd.	8,000	1,200	30

Instructional classes on the duties of Pao Chia officials and members of the Vigilance Corps have been held from time to time under the supervision of Police officers.

Pao Chia Offices and Issue of Citizenship Certificates

A Pao Chia Preparatory Committee was formed on March 16, 1942, with an office in the Ningpo Fellow Countrymen's Association, 480 Yu Ya Ching Road, for the purpose of improving relationship between the various Pao Chia committees in districts. This Committee was dissolved on April 24, following the establishment of the Pao Chia Office of the S.M.P. at 200 Feechow Road.

The Pao Chia Office of the S.M.P. is responsible for the administration and supervision of the enforcement of the Pao Chia system and the issuing of the citizenship certificates. The issue of these certificates will commence as from May 10,

1942. A copy of regulations governing the issue of Citizenship Certificates is attached hereto under Appendix "B".

The following forms have been issued to the Police Stations for distribution :-

- 1) Applications for citizenship certificates.
- 2) Change of address report forms.
- 3) Death Report Forms.
- 4) Birth Report Forms.

To facilitate the issue of citizenship certificates and the supervision of Pao Chia affairs in each district, a separate Pao Chia Office has been established at each Police Station.

The Chiefs of Pao Chia Districts, Sections and Paoes have their own offices to look after affairs in their respective areas.

Anti-Terrorist
Schemes

To put a stop to terroristic incidents, officers of the Police Stations with the assistance of the Pao Chia officials in their respective districts are enforcing the following anti-terrorist plans :-

- a) Blockading of all alleyways by iron gates or newly erected wooden gates in case of emergency.
- b) Blockading of all road intersections along the boundaries of districts in "A" & "B" Divisions in case of emergency. This will be done by erection of bamboo street gates, now under construction, in Central and Louisa Districts and by use of barricades in the other districts.
- c) Permanent closing of unimportant road intersections in the Chungking Road and Louisa Districts by barbed wire entanglements.

- c) Installation of alarm systems in all districts. A siren alarm system has been completed and is in operation in the Peetee Road District since April 8, 1942. In the other districts a kind of bell alarm system is being introduced and the work of construction has already been completed in the Chengtu Road and Bubbling Well Districts.

Foreign Section of
Pao Chia System

The Pao Chia System will also be extended to foreign residents of the International Settlement. Regulations governing the enforcement of the System in respect to foreign residents are now being studied.

(Special Branch) Office Notes

Sir,

Reference the attached memo ~~from the~~ Secretary
of the Pao Chia Standing Committee dated May 12, 1942,
reports in Japanese on the progress of the Pao Chia System
are being sent daily to Mr. Teraoka, Secretary of the S.M.C.

Date June 3, 1942

BR. R. G. TRY

N. 1437-1-(9)

Date 6/1/42

P.A. to C.P.
For information

FILE

S. Gato
D. C. (Crime & Special Branches).



Officer i/c Chinese Affairs,
Special Branch.

SHANGHAI MUNICIPAL POLICE
REPORT

SHANGHAI MUNICIPAL POLICE SP. BR. REGISTRY No. 11. 1437-1-9 Date 16/5/42

Pao Chia S. Special Br. Station! File No. Date May 15, 1942.

SUBJECT: Pao Chia System - Periodical Report

It is suggested that a copy of the "Information Sheet re Progress of Pao Chia System" be forwarded to the Secretary of the Pao Chia Standing Committee regularly.

FILE

Wang Chia Tsing
D. S. I.

Officer i/c Special Branch.

*Please send a copy to
Mr. Noguchi*
Done
The



K 5/39
Memorandum.

FROM THE SECRETARY'S OFFICE,
MUNICIPAL COUNCIL,
ADMINISTRATION BUILDING.

Shanghai, May 12, 1942.

To The Commissioner of Police.



Pao Chia System - Periodical Reports

In order that Members of the Committee may be kept informed of the progress in the enforcement of the above system, I have to request submission of periodical reports thereon, say once a week.

//



SHANGHAI MUNICIPAL POLICE	
HEADQUARTERS	
0/c S.B.	H.
12-5-42.	

X. Noguchi
Secretary,
Pao Chia Standing Committee.

Pao Chia

Date June 2, 1942.

(Special Branch) Office Notes

D.C. (Cr. & Sp. Br.).

Sir,

The attached extracts of reports from various Police Stations on the activities of the Pao Chia System for the week ending May 31, 1942 are for the information of Mr. Okazaki, Chairman of the S.M.C. Pao Chia Standing Committee.


Officer i/c Chinese Affairs,
Special Branch.

保甲日報
並女不
要

June 2, 1942.

D.C. (Cr. & Sp. Br.).

Sir,

The attached extracts of reports from various Police Stations on the activities of the Pao Chia System for the week ending May 31, 1942 are for the information of Mr. Ohsaki, Chairman of the S.M.C. Pao Chia Standing Committee.

**Officer i/c Chinese Affairs,
Special Branch.**

WEEKLY REPORT ON THE PROGRESS OF THE
PAO CHIA SYSTEM FOR THE WEEK ENDING
MAY 31, 1942.

At 6 p.m. 20-5-42 a dinner party was given at the Oriental Restaurant, Sincere Co. Building, Nanking Road, by the Louza Pao Chia District Committee, at which some 80 Pao Chia members, Mr. Tomida of the Japanese Navy & Mr. Sudo of the Gendarmerie as well as officers of Louza Station were present.

In the course of the dinner party, Wong Lien Fong, Chief of Louza Pao Chia District Committee, made a short speech in which he expressed the hope that the authorities would devise ways and means to avoid frictions between C.P.C.'s and members of the V.C.

.....

On May 21 two members of the V.C. belonging to 4th Chia, 11 Pao, 3rd Lien Pao of Central District and 1st Chia, 2nd Pao, 4th Lien Pao of Louza District were brought to Central Station for assaulting the Police. One man was charged in Court on 22-5-42 and sentenced to 40 days' detention or \$3 a day. The other was detained at the Station for one day.

.....

At about 3 p.m. 22-5-42, a mock terrorist practice was staged by the Japanese Gendarmerie at the intersection of Canton & Shantung Roads. (Central District). The result was quite satisfactory and all members of the V.C. were found working efficiently during the practice. Two mock terrorists were arrested and one pistol was seized by two members of the V.C., both of whom were later given monetary rewards by the Japanese Gendarmerie.

During the practice, a minor incident took place on Soesheu Road corner of Kiangse Road between a German Jewish refugee and a member of the V.C. when the former was refused passage during

the practice. Both men were taken to Central Station where the German Jew was cautioned and released.

.....

At 8.15 p.m. 22-5-42 a Mock Terrorist practice was held on Woosung Road in the Hongkew District. At the same time, time-bombs were found in "Fong Sheng Li" Woosung Road and Lane 344 Chapoo Road and at 172 Quensan Road. A Mock Terrorist was arrested by a Japanese member of the Vigilance Corps.

.....

On 23-5-42 some 600 persons of Nos. 6 & 7 Lien Pao attended an instructional class held at the Chinese Y.M.C.A. in the course of which lectures on police duties and procedure were delivered by C.I. Okawa and D.I. Mitsuishima.

.....

COPY

22 JUN 1942

Translation of suggestions for ensuring the convenience and safety of the public.

SHANGHAI MUNICIPAL POLICE HEADQUARTERS	
A.C. (CASH)	
Initials	Date
	22-6



SHANGHAI MUNICIPAL POLICE SP. BR. REGISTRY	
No. N. 1437-1-(10)	
Date 24/6/42	

Pao Chia systems: Views concerning.

The Pao Chia system is excellent for administrative purposes. It was adopted by Kwan Chung (仲管) for the rule of State Ch'ing but when (Wang) An-Shih (王安士) followed his example, it had the effect of disturbing the people. Therefore, the authorities responsible for the enforcement of the Pao Chia system should be magnanimous and far-sighted. They must train and control the people in the proper way, and consider it a matter of first importance to enable the public to live in peace and enjoy the pursuits of business. The object being to suppress acts of violence and crimes, the system must be adapted to customs and habits and be based on the laws of Nature and principles of humanity.

The Pao Chia system has been enforced in the Settlement for scarcely two months, but noticeable success has already been achieved, much to the credit of those who direct the enforcement of the system. The formation of queues to send in personally applications for resident's certificates, however, will not benefit the Council but cause much inconvenience to the public. It seems advisable to re-adjust the system in this connection.

The various Pao Chia heads have proper occupations. Since they were selected and appointed by the authorities, they should enjoy the confidence of the latter. Applications for citizens' certificates being signed by Hu heads and chopped by Chia heads, must be in order. It is quite safe to have them sent in together by post or through Chia heads. It seems unnecessary to require residents to submit the applications personally.

If in this warm and rainy season all residents

18-11-62

of age, sex, and social standing and including perhaps even disabled, are required to wait in queues for citizen's certificates, an epidemic may break out and public health may be endangered. This will certainly occasion much anxiety and trouble.

The regulation requiring residents to send in applications personally is probably intended to prevent transfer of certificates under pretences, but the Chia heads may be charged with full responsibility in this regard. In the various districts concerned, specimen impressions of Chia heads' seals should be kept on hand for the verification of applications. As soon as the necessary steps are completed, citizen's certificates will be endorsed and issued to the various Chia heads for distribution to all residents. This procedure is simple but important and urgently needed.

(Note: Received for translation a.m. 22nd June, 1942.)

C. K. Lienda



N. 1437-1-(11)-

CHONGHAI MUNICIPAL POLICE
SP. BR. REGISTRY
No. N. 1437-1-11
Date 31 / 8 / 42

August 28, 42.

The Secretary,
S. M. C.

Reference: S/O. K 5/39 dated Aug. 21, 1942.

Subject: Pao Chia System - Regulations.

I have to state that I am in agreement with
the suggested amendments.

(SD) M. WATARI
Commissioner of Police.

Noted and	File
AC. (C48B)	

[Handwritten signature]

U R G E N T

N 14374-(11)

SHANGHAI MUNICIPAL POLICE.

REPORT

Pao Chia Guidance Office ~~Section~~ File No. _____ Date August 28, 1942.

SUBJECT: Pao Chia Regulations - Amendments
suggested by Pao Chia Standing Committee

With reference to the suggestions and amendments regarding the Regulations governing the Organization of the Pao Chia System, the Regulations governing the Organization of the Vigilance Corps and the Regulations governing the Issue of Rewards and Compensations to Pao Chia Personnel, as contained in the attached letter from Mr. Noguchi, Secretary of the Pao Chia Standing Committee, the suggestions and amendments have been perused and are fully agreed to by this office.

M. Shigeta
Chief Assistant.

S. Goto
D. C. (Crime & Special Branch)

*C.P.
Sir
Information*

TO FACILITATE REPLY PLEASE QUOTE
THIS NUMBER K 5739.
AND DO NOT DEAL WITH MORE THAN
ONE MATTER IN THE SAME LETTER

SHANGHAI MUNICIPAL POLICE SP. BR. REGISTRY No. <u>N. 1437-1-(11)</u> Date <u>25</u> / <u>8</u> / <u>42</u>

Confidential

Council Chamber.

ADMINISTRATION BUILDING

Shanghai, August 21, 1942. 42

The Commissioner of Police.

Pao Chia System - Regulations

I have to refer to the Draft Pao Chia Regulations submitted under cover of your reports of June 27, July 2 and 6.

Legal opinion has been obtained to the effect that the Council has no power to promulgate these Regulations in the form submitted, and the Chairman of Council commented as follows:-

"I rather think that Pao Chia & Vigilance Corps are the system which citizens have moral obligations to support. For the time being, penalties would mostly be of moral nature. In theory, we may not enforce it to those who do not agree. Of course it is a different thing if such persons be ostracized by fellow citizens. My idea is we promulgate the regulations in the above sense, although I have no objection to the Municipal Advocate's recommendation that we should seek authority from the Consular Body. We can do it but at the same time, we carry on Pao Chia & Vigilance Corps in the sense above mentioned."

I have to make it clear that the Council has no authority to impose punishments without going through the Court having jurisdiction.

It is necessary therefore that the Draft Regulations should be revised to accord with the above view. The following suggestions are advanced:-

Draft Regulations Governing the Organisation of the Pao Chia System.



- ✓ Art.18: Section (8) should be deleted, since it is considered that receipts, payments and custody of funds are the responsibility of the Council's Finance Department.
- ✓ Art.18: Section (9) to read "Cautioning and punishing Pao Chia personnel and members of the Vigilance Corps for neglect of duties."
- ✓ Art.18: Section (10) should commence with the word "Recommending"
- ✓ Art.20: Section (4). Substitute "the Defence Forces" for "military, official, gendarmerie".
- ✓ Art.20: Section (5). Insert "proper" between the words "out" and "punishment". To the end of the section, add "in accordance with the decision of the Pao Chia Conference."
- ✓ Art.20: Section.(10). Substitute "the rules" for "law".
- ✓ Art.21: Section (4). Substitute "the Defence Forces" for "military, official, gendarmerie".
- ✓ Art.21: Section (6). Substitute "the rules" for "law".
- ✓ Art.27: Substitute "Defence Forces" for "military, officials, gendarmes".
- ✓ Art.28: Alter "shall be enrolled" to "are eligible for enrollment".
- ✓ Art.33: Add "Such contributions shall be made directly to the Council."
- ✓ Art.35: Substitute "according to the decision of the Pao Chia Conference" for "with detention of not less than four days and not more than 30 days."

In the second paragraph, instead of "law", substitute "the decision of the Pao Chia Conference".
- ✓ Art.36: Alter "with a fine of not less than four dollars and not more than forty dollars" to "according to the decision of the Pao Chia Conference."

The last paragraph "The penalties.....per day" should be entirely deleted.
- ✓ Art.37: This should be revised to read as follows:-
"If a head of Combined Pao, Pao, or Chia should abuse his authority, he shall be punished according to the decision of the Pao Chia Direction Committee."
- ✓ Art.38: After "solatium", add "or commendation certificate".
- ✓ Art.38: Section (3). Substitute "Defence Forces" for "military, officials, gendarmes".

Draft Regulations Governing the Organisation of the Pao Chia Vigilance Corps.

- ✓ Art.3: This should be revised to read as follows:-

"All male residents of the Settlement of sound body and good health, between the ages of 20 and 45 years of age, unless otherwise disqualified as hereinafter mentioned, shall be eligible to become members of the Vigilance Corps."

- ✓ Art.8: should be amended to read:

"The enrolment of members of the Vigilance Corps shall be based on the Census Returns, and the persons enrolled within one Pao will be formed into one unit."

- ✓ Art.9: The first paragraph should be amended to read:-

"The following persons are not eligible to become members of the Vigilance Corps:-"

In No.5, "strong political thoughts" should read "subversive political thoughts".

- ✓ Art.25: Substitute "Defence Forces" for "military and gendarmerie authorities".

- ✓ Art.28 and 31: These articles should be deleted.

- ✓ Art.29: This article should be amended to read as follows:-

"Appropriate measures will be taken against any member of the Vigilance Corps found conspiring with or aiding and abetting in political terrorist activities or any other criminal acts."

- ✓ Art.30: After "punishment" and before "will", add "in accordance with the decision of the Pao Chia Conference".

Draft Regulations Governing the Issue of Rewards and Compensations to Pao Chia Personnel.

- ✓ Art.6: To the first sentence, add "subject to the proviso that the awards specified herein shall be proportionately reduced in the event of a number of persons participating in the meritorious act for which a reward is issued:-"

Section (c). Alter "gendarmes" to "Defence Forces".

- Art.11: This should be amended to read as follows:-

"Appropriate compensation will be granted for

4.

death or injury in the execution of Pao Chia duties, after careful consideration of each case on its merits."

May I have your comments please, at your early convenience.

X. Noguera

Secretary,
Pao Chia Standing Committee.

C.

Pao Chia Guidance Office XXXX

August 28, 1942.

Pao Chia Regulations - Amendments
suggested by Pao Chia Standing Committee

With reference to the suggestions and amendments regarding the Regulations governing the Organization of the Pao Chia System, the Regulations governing the Organization of the Vigilance Corps and the Regulations governing the Issue of Rewards and Compensations to Pao Chia Personnel, as contained in the attached letter from Mr. Noguchi, Secretary of the Pao Chia Standing Committee, the suggestions and amendments have been perused and are fully agreed to by this office.

Chief Assistant.

D. C. (Crime & Special Branch)

Pao Chia Guidance Office XXXX

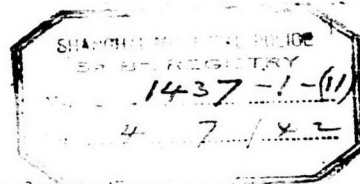
August 28, 1942.

**Pao Chia Regulations - Amendments
Suggested by Pao Chia Standing Committee**

With reference to the suggestions and amendments regarding the Regulations governing the Organization of the Pao Chia System, the Regulations governing the Organization of the Vigilance Corps and the Regulations governing the Issue of Rewards and Compensations to Pao Chia Personnel, as contained in the attached letter from Mr. Noguchi, Secretary of the Pao Chia Standing Committee, the suggestions and amendments have been perused and are fully agreed to by this office.

Chief Assistant.

D. C. (Crime & Special Branch)



Headquarters,
Shanghai Municipal Police.

July 3, 1942..

To **The Secretary,**
S. M. C.

The Commissioner of Police presents his compliments in forwarding herewith the undermentioned documents.

Reference No:- N.1437-1-(11)

Subject :- Revised Regulations Governing the
Organization of the Pao Chia
System by the Shanghai Municipal
Council

Enclosures Ten copies of translation of
Regulations
As requested

HW.

/39

Memorandum.

OFFICE,

ADMINISTRATION BUILDING.

To The Commissioner of Police.

Shanghai, June 30, 1942. 193

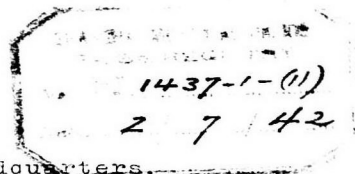
Revised Regulations
Governing the Organization of the Pao Chia Vigilance Corps

May I please have copies of the above Regulations referred to in your report, Ref. No.N. 1457-1-(11), dated June 27.

X. Noguchi
for Secretary.

yc/

SHANGHAI MUNICIPAL POLICE	
HEADQUARTERS	
<i>Sp. R.</i>	<i>7/7</i>
For disposal	Date



Headquarters,
Shanghai Municipal Police.

June 27th 19 42.

To **The Secretary,
S. M. C.**

The Commissioner of Police presents his compliments in forwarding herewith the undermentioned documents.

Reference No. :- **N.1437-1-(11)**

Subject :- **Draft Regulations governing the
Organization of the Pao Chia System
by the Shanghai Municipal Council**

Enclosures **Copies of translation of Draft
Regulations
For information**

Note and Remark	
A.C. (C.A.S.B.)	

HW.

30-6

SHANGHAI MUNICIPAL POLICE.

REPORT

SHANGHAI MUNICIPAL POLICE SP. BR. REGISTRY No. <u>N.1437-1-(11)</u> Date <u>26 / 6 / 42</u>
--

Pao Chia Guiding Office Station. File No. Date June 25, 1942.

SUBJECT: Draft Regulations governing the Organization
of the Pao Chia System by the Shanghai
Municipal Council

Attached hereto is a translation of the
revised Draft Regulations Governing the Organization
of the Pao Chia System by the Shanghai Municipal
Council for favour of passing to the Council.

The translation of the Revised Regulations
governing the Organization of the Pao Chia Vigilance
Corps has already been forwarded (Vide Special
Branch Report dated 17/3/42).

M. Shigetsu

Chief Assistant.

D.C. (Crime & Special Branches)

C. A. J. ...
Sir.
Information &
favour of passing
to The Council.

Translation.

Draft Regulations governing the Organization
of the Pao Chia System by the
Shanghai Municipal Council.

- Art. 1. These regulations for the organization of the Pao Chia system are promulgated by the Council for the purposes of accurately ascertaining the population in the Settlement, ensuring peace and good order, removing all bad characters and facilitating Municipal administration.
- Art. 2. The Council divides the Settlement into various Pao Chia districts which shall cover the same areas as the districts under the jurisdiction of the different Police Stations of the Police Force. In each district Pao Chia shall be organized according to these regulations and the population accurately ascertained.
- Art. 3. The Council shall establish a Pao Chia Committee as the highest authority for the Pao Chia system. The Police Headquarters shall establish a Pao Chia Direction Department as the Headquarters' special organization to deal with matters connected with Pao Chia. A Pao Chia Direction Committee shall also be formed to serve as an advisory body to the Pao Chia Direction Department and at the same time, to maintain close contact with the people and impel them to comply with requirements. Pao Chia Sections shall be inaugurated in the various Police Stations to be directly responsible for the executive work.
- Art. 4. The unit of the Pao Chia system shall be the Wu (伍); each Wu shall have a head called "Wu Tsang". Ten Wu shall form a Chia, which shall also have a head called "Chia Tsang". Ten Chia shall form a Pao, to be under the Pao Head called "Pao Tsang". Ten Pao shall form

a Combined Pao with a head called "Lien Pao Tsang". The various Combined Pao in a Police District shall form an Associated Combined Pao or District, with a head called "Tsoong Lien Pao Tsang" or District Head.

Art. 5. The Pao Chia system shall be organized as follows:-

- (1) The formation of Chia shall be done in accordance with the order of the premises.
- (2) Each house with a separate house number shall represent a Wu, which is the unit. Several families residing in one house, or one family occupying several houses with separate house numbers shall also be regarded as a unit. Each unit is a Wu.
- (3) In the case of any Wu being left over after formation into Chia and being insufficient to form a Chia, a separate Chia may be formed if there are six Wu; should five or less Wu remain, they shall be incorporated into the neighbouring Chia. This arrangement shall also be applied to the formation of Pao and Combined Pao.
- (4) Should the houses in a Chia or Pao be completely destroyed by fire, earthquake or other force majeure, or should the occupants remove in a body, the numbering of the Wu and Chia concerned shall be allowed to remain unchanged.

Art. 6. When the Wu are being numbered a Census Certificate shall be issued to each Wu according to house order to be filled in in the prescribed manner and posted in a conspicuous place outside the house. These certificates must not be lost or damaged.

Art. 7. The census papers distributed in the taking of the census must be filled in according to actual fact; no concealment of any particular or fraudulent report shall

be allowed. Each Wu shall be issued with a set of ^{census} 3 forms. Where the premises in a Wu have been sublet, each family of sub-tenants shall form a Subordinate Wu, with the head of the family as the head of the Subordinate Wu. The particulars concerning each Wu and Subordinate Wu shall be stated separately and clearly in the census form.

Art. 8. Temples, nunneries, hotels, boarding houses, etc., shall be numbered and organized into Pao Chia in the same way as ordinary residential premises. No special designation shall be given to these establishments.

Art. 9. On the completion of the census taking the Head of each District shall compile a statistical table showing the Population in the district; a copy of this table shall be submitted to the Police Station of the respective district and the Pao Chia Direction Department. The Pao Chia Direction Department shall compile a statistical table showing the population in the entire International Settlement, and shall submit copies to the Police Headquarters and the Pao Chia Committee for file.

Art. 10. On the completion of the census taking the heads of various Pao shall organize male residents in their respective Pao from 20 to 45 years of age into a Civilian Vigilance Corps and shall compile detailed lists and submit copies of same to the Head of the Combined Pao and Police Station concerned and the Pao Chia Direction Department. A complete list showing all members of the Civilian Vigilance Corps in the entire International Settlement shall be compiled by the Pao Chia Direction Department after verification and shall be submitted by the Department to the Police Headquarters and Pao Chia Committee for file.

Art. 11. The post of the head of a Wu shall be filled by the head of a family who leases the premises direct from a landlord, or the head of a family occupying their own premises. Should there be two or more families residing in a house bearing one house number, and both these families either lease the premises direct from the landlord or are owners of the premises themselves, the heads of these two or more families shall elect one person from among themselves to act as the head of the Wu.

When the head of a family is unable to act as the head of a Wu on account of special circumstances, or when the head of a family is a female and is unwilling to discharge the duties of a Wu head, a person who is next in seniority in the same family, or the head of a subordinate Wu may be selected to act as the head of the Wu.

Art. 12. The head of a Chia shall be recommended by the heads of the constituent Wu from among themselves. The head of a Pao shall be recommended by the heads of the constituent Chia from among themselves. The head of a Combined Pao shall be recommended by the heads of the constituent Pao from among themselves. The various heads of Combined Pao shall recommend one person from themselves to fill the post of the head of the District.

Art. 13. The head of a Combined Pao may decline to act concurrently as the head of a Pao. The head of a Pao may decline to act concurrently as the head of a Chia.

Art. 14. The head of Combined Pao, head of Pao and head of Chia may each have one or two deputy heads but the Deputy head of a Pao, the deputy head of a Pao must act concurrently as the head of a Chia, and the Assistant head of a Chia must be the head of a Wu.

Art. 15. Persons under one of the following conditions shall

not be eligible for filling the post of the head of a Chia, and upward:-

- (1) Persons who are under 20 years of age;
- (2) Having committed acts endangering peace and order and sentenced to imprisonment;
- (3) Having been deprived of civil rights and not yet been restored;
- (4) Who smokes opium or takes other narcotics;
- (5) Disabled or illiterate;
- (6) Without legitimate occupation and permanent property.

Art. 16. The Wu Heads within a Chia shall jointly report to the Pao Head the recommendation or change of Chia Heads. The Chia heads within a Pao and the Pao heads within a Combined Pao shall jointly report to the Combined Pao head or the District Head the recommendation or change of Pao head and Combined Pao head respectively. The Deputy Pao heads and Chia heads shall be appointed by the Divisional Officers in A and B Divisions and the Pao head and upwards shall be appointed by the Commissioner of Police.

The recommendation and change of the heads of District, Combined Pao, Pao and Chia shall be determined by more than half of the various grades of the Pao Chia personnel.

The recommendation and change of Chia heads and higher members of the Pao Chia system shall be reported at the same time to the Police Station of the district concerned and to the Pao Chia Direction Department for record.

Art. 17. When the Police Headquarters finds any head of District, Combined Pao, Pao or Chia to be incompetent, or considers it necessary to replace him, a recommendation may be ordered.

Art. 18. After the Pao Chia system has been established, the

Pao heads shall summon the Chia heads to a Pao Chia conference in order to reach an agreement concerning Pao Chia regulations. This agreement shall be signed and observed by all.

The matters to be discussed and decided at the Pao Chia conference are as follows:-

- (1) The designation and area of the Pao and Chia.
- (2) Providing Wu door plates and taking a census.
- (3) Organizing a Vigilance Corps.
- (4) Precautions and first-aid in case of flood, fire or storm.
- (5) Restriction of persons passing in and out of the particular area.
- (6) Taking precautions against robberies, making reports, conducting searches and assisting in the enforcement of preventive measures.
- (7) Notifying the Police of undesirable elements.
- (8) Raising, collecting and taking charge of funds as well as making payments and reporting expenses.
- (9) Cautioning Pao Chia workers and members of the Vigilance Corps for neglect of duties.
- (10) Rewards and solatia for Pao Chia workers and members of the Vigilance Corps.
- (11) Others matters essential to the preservation of peace and good order.

After the above matters have been decided according to the conditions in various Pao, the decisions shall be recorded in the agreement concerning Pao Chia regulations.

Art. 19. After the agreement concerning Pao Chia regulations has been established, a detailed map showing the Pao and Chia areas shall be prepared forthwith. The names of the roads and alleyways in the Pao as well as

the number of Wu and residents shall be clearly stated therein. The map together with the jointly-signed Pao Chia regulations shall be submitted to the head of the District for transmission, or to the Pao Chia Direction Department for reference.

Art. 20. The Pao heads shall be responsible for the maintenance of peace and good order in the Pao under the direction and supervision of the head of the District and Officer i/c of the Police Station. Their duties are as follows:-

- (1) Supervision of the performance of duties by Chia heads.
- (2) Advising residents in the Pao not to commit unlawful acts.
- (3) Assisting the heads of the District and Combined Pao in the performance of duties.
- (4) Assisting and cooperating with military, official, gendarmerie and police officers to track down and arrest bad characters, robbers and thieves and to suppress the activities of undesirable elements.
- (5) Meting out punishment for violation of the agreement concerning Pao Chia regulations.
- (6) Issuance of rewards and solatia as provided in the agreement concerning Pao Chia regulations.
- (7) Giving warning for neglect of duties.
- (8) Organizing and directing the Vigilance Corps, assigning members of the Corps to particular posts and fixing the hours of duties for members.
- (9) Erecting kiosks for Vigilance Corps members, marking out the areas for precautionary measures within the Pao and putting up barricading equipment.
- (10) Performance of other duties according to law and orders specified under the agreement concerning Pao Chia regulations.

Art. 21. The Chia heads shall be responsible for the preservation of peace and good order within the Chia under the direction and supervision of the Pao head. Their duties are as follows:-

- (1) Assisting the Pao head in the performance of duties.
- (2) Taking census of the residents within the Chia, preparing census certificates and obtaining mutual guarantee and joint responsibility bonds.
- (3) Searching for bad characters within the Chia and enquiring about the movement in and out of residents.
- (4) Assisting and cooperating with military, official, gendarmerie and police officers as well as the Pao head to track down and arrest bad characters and robbers and to suppress the activities of undesirable elements.
- (5) Advising residents within the Chia not to commit unlawful acts.
- (6) Performances of other duties according to law and orders specified under the agreement concerning Pao Chia regulations.

Art. 22. The agreement concerning Pao Chia regulations shall be signed and adhered to by all Wu heads within the Pao and Chia. Any Wu heads who move into the district or return to the district after removal, as well as those who have newly become Wu heads, shall also sign the agreement already in force within the respective Pao and Chia.

Art. 23. Apart from adhering to the Pao Chia Pledge in accordance with the provisions of the preceding Article, the head of each Wu shall join with other Wu heads at least three in all in the same Chia to sign a mutual guarantee and joint responsibility bond. The bond shall state that various Wu entered by the Bond shall encourage, encourage,

and watch each other and may not have intercourse with, or connive at, any outlaws; that should any Wu violate this provision, the other Wu shall immediately submit a confidential report of the case; and that if they should conceal the matter because of personal favouritism, various Wu under the mutual guarantee bond will willingly assume joint responsibility.

The forms of bond mentioned above shall be handed to various Wu heads by the head of Chia in person and shall be duly signed. Should any one be unable to write his name himself, he may ask another to write it for him, but must affix a mark below his name either a chop or finger-print; the Chia head shall also sign. Each bond shall be made in triplicate. The Chia head shall collect the bonds and submit them to the heads of Pao, Combined Pao, and District separately for filing and investigation.

Art. 24. Should any of the following conditions arise, the Wu head shall immediately make a report to the Chia head:-

- (1) When he understands that some suspicious characters have secretly entered.
- (2) When a guest is retained to stay overnight and when he leaves; or when a member of the family goes out on an overnight mission and when he or she returns; and
- (3) Birth, death, or any census change, resulting from other causes.

Art. 25. When Pao Chia heads know some census changes, or receive notice of change from a Wu head or a resident within their Pao and Chia, the Chia head shall promptly report to the Pao head ~~for~~ transmission to the head of Combined Pao, head of District, and the Police Station. Besides, should the circumstances described in Clause 1 of the

preceding Article occur, the Chia head shall make a careful investigation. If he deems that the case is definitely detrimental to the security of the locality, he may take such emergency measures as search or arrest and shall immediately report to the Officer i/c the Police Station.

Art. 26. When a head of Combined Pao, head of Pao, or head of Chia needs the cooperation of residents in his Combined Pao, Pao, or Chia in the discharge of his duties, the head of Combined Pao may at any time assemble the Pao heads and assign them their duties. The Pao head may at any time assemble Chia heads and assign them their duties. The Chia head may at any time call Wu heads together and assign them their duties.

Art. 27. When the military, officials, gendarmes, and police search for or attempt to apprehend bandits or culprits, various Pao and Chia heads shall lead the Civilian Vigilance Corps members of their respective Pao and Chia to assist in search and arrest under the direction of the military, officials, gendarmes, and police officers.

Art. 28. All males between twenty and forty-five years of age in the various Pao Chia districts shall be enrolled in the Civilian Vigilance Corps, the regulations governing which shall be separately drawn up.

Art. 29. All Pao Chia chops shall be made of wood bearing the characters in plain print type carved in relief. The chops for heads of Districts shall be oblong, and chops for other heads subordinate to them shall be uniformly long.

Art. 30. The regulations governing the Council's Pao Chia Committee shall be separately determined.

Art. 31. The regulations governing the Pao Chia Direction

Committee of the Police Headquarters shall be separately drawn up.

- Art. 32. As a matter of principle, offices of Pao and Chia heads shall be established in their residences, companies or business premises. Heads of Combined Pao may maintain separate offices. The name of the Office of a head of District should be ".....Pao Chia District Office".
- Art. 33. Pao Chia expenses shall be borne by the Council, but residents may at their own discretion contribute money or equipment to make up any deficit.
- Art. 34. Heads of Wu, Chia, Pao, Combined Pao, and District shall draw no salaries.
- Art. 35. If any resident in a Pao Chia district should be in collusion with bandits, culprits, and unprincipled persons, harbour them or allow them to escape, he shall be punished according to the Criminal Code, and in addition the Chia head concerned and various Wu heads who have signed the mutual guarantee and joint responsibility bond shall be punished with detention of not less than four days and not more than 30 days. If the Chia head or any of the Wu heads signing the mutual guarantee and joint responsibility bond should knowingly conceal the above circumstances, punishment shall be meted out according to law. However, if he discovers the case himself and makes a true report, he may be exempt from punishment.
- Art. 36. Those who commit any of the following offences shall be punished with a fine of not less than four dollars and not more than forty dollars:-
- (1) Refusing to join the Pao Chia Pledge provided for in Article 23;
 - (2) Concealing, or failing to report any of the cases referred to in Article 25;

- (3) Making false report in regard to census particulars, or destroying census certificates;
- (4) Refusing to discharge the assigned duty; and
- (5) Neglecting the duty of carrying out the Pao Chia regulations.

The penalties mentioned above shall be imposed by the Officer i/c of the Police Station. Should any one fail to pay the fine within the time limit, the fine may be converted into detention at the rate of one dollar per day.

Art. 37. If a head of Combined Pao, Pao, or Chia should abuse his authority, he shall be sentenced to punishment according to law and the ordinances and may, in addition, be punished by the head of District in conjunction with the Officer i/c of the Police Station under the following provisions:-

- (1) Fine of less than \$100.
- (2) Public censure and/or
- (3) Dismissal.

Art. 38. Should any of the following circumstances occur, compassionate grant shall be given under the Pao Chia Pledge, and the head of District in conjunction with the Officer i/c of the Police Station may petition the Pao Chia Direction Department of the Police Headquarters to issue reward or solatium according to the nature of the case:-

- (1) Those who discover the whereabouts of bandits or culprits and who make prompt report thereby effecting arrest;
- (2) Those who seize guns, ammunition, or documents secretly transported or stored by bandits;
- (3) Those who make particular efforts to assist the military, officials, gendarmes, and police in

- searching and apprehending bandits and culprits;
- (4) Those who make special contributions toward the Pao Chia expenses;
 - (5) Those Pao, Chia, or Wu Leads who have achieved remarkable results which may serve as an example for other districts; and
 - (6) Those who suffer injuries, or lose their lives as a result of rendering assistance in searching or apprehending bandits and culprits, or in an effort to prevent catastrophes through wind or fire.

Art. 39. Should these Regulations prove to be inadequate, amendment may be made from time to time.

Translation.

Draft Regulations governing the Organization of
the Pao Chia System by the Shanghai Municipal
Council.

- ✓ Art. 1. These regulations for the organization of the Pao Chia system are promulgated by the Council for the purposes of accurately ascertaining the population in the Settlement, ensuring peace and good order, removing all bad characters and facilitating Municipal administration.
- ✓ Art. 2. The Council divides the Settlement into various Pao Chia districts which shall cover the same areas as the districts under the jurisdiction of the different Police Stations of the Police Force. In each district Pao Chia shall be organized according to these regulations and the population accurately ascertained.
- ✓ Art. 3. The Council shall establish a Pao Chia Committee as the highest authority for the Pao Chia system. The Police Headquarters shall establish a Pao Chia Direction Department as the Headquarters' special organization to deal with matters connected with Pao Chia. A Pao Chia Direction Committee shall also be formed to serve as an advisory body to the Pao Chia Direction Department, ^{and} at the same time, with a view to maintaining close contact with the people and impelling them to comply with requirements. Pao Chia Sections shall be inaugurated in the various Police Stations to be directly responsible for the executive work.
- Art. 4. The unit of the Pao Chia system shall be the wu (五) each Wu shall have a head called "Wu Tsang". Ten Wu shall form a Chia, which shall also have a head called "Chia Tsang". Ten Chia shall form a Pao, to be under the Pao Head called "Pao Tsang". Ten Pao shall form a Combined Pao, ~~known as "Lien Pao" or section~~, with a head called "Lien Pao Tsang" ^{Combined Pao} or section head. The various sections in a Police District shall form an ~~associated Combined Pao or District~~.

Art. 5. The Pao Chia system shall be organized as follows:-

- (1) The ^{formation of Chia} ~~(numbering of the Hu in each Chia and so forth)~~ shall be done in the order of the premises, ^{according to} ~~(occupied by them)~~.
- (2) ~~(Generally speaking)~~ Each house with a separate house number shall represent a ^{one} ~~hu~~, which is the unit. Several families residing in ~~(the same)~~ ^{one} house, or one family occupying several houses with separate house numbers shall also be regarded as a unit. Each unit is a ^{one} ~~hu~~.
- (3) In the case of any ~~Hu~~ ^{one} being left over after formation into Chia and ~~not enough in number to form a Chia~~, a separate Chia may be formed if there are six ~~Hu~~; should five or less ~~Hu~~ remain, they shall be incorporated into the neighbouring Chia. This arrangement shall also be applied to the formation of Pao and Combined Pao.
- (4) Should ~~any house~~ in a Chia or Pao be completely destroyed by fire, earthquake or other force majeure, or should the occupants ~~(in a house)~~ ^{and} remove in a body, the numbering of the ~~(the same)~~ ^{one} Chia concerned shall be allowed to remain unchanged.

Art. 6. When the ~~Hu~~ ^{one} are being numbered a Census Certificate shall be issued to each of the ~~Hu~~ ^{one} in their proper order to be filled in by ~~them~~ in the prescribed manner and posted in a conspicuous place outside the house. These certificates must not be lost or damaged.

Art. 7. The census papers distributed in the taking of the census must be filled in according to actual fact; no concealment of any particular or fraudulent report shall be allowed. ^{Each hu shall be entered with a list of 3 items.} ~~One form shall be issued to each hu.~~ Where the premises in a ~~Hu~~ ^{one} have been sublet, each family of sub-tenants shall form a Subordinate ~~Hu~~, with the head of the family as the head of the Subordinate ~~Hu~~. The particulars concerning each ~~Hu~~ and Subordinate ~~Hu~~ shall be stated separately and clearly in the census form.

Art. 8. Temples, nunneries, hotels, boarding houses, etc. shall

be numbered and organized into Pao Chia in the same way as ordinary residential premises. No special designation shall be given to these establishments.

Art. 9. On the completion of the census taking the Head of each ~~Associated Combined Pao~~ ^{District} shall compile a statistical table showing the population in the district, ~~covered by the Associated Combined Pao~~; a copy each of this table shall be submitted to the Police Station of the respective district and the Pao Chia Direction Department. The Pao Chia Direction Department shall compile a statistical table showing the population in the entire International Settlement, and shall submit copies to the Police Headquarters and the Pao Chia Committee for file.

Art. 10. On the completion of the census taking the heads of various Pao shall organize male residents in their respective Pao from 20 to 45 years of age into a Civilian Vigilance Corps and shall compile detailed lists and submit copies of same to the Head of the Combined Pao and Police Station concerned and the Pao Chia Direction Department. A complete list showing all members of the Civilian Vigilance Corps in the entire International Settlement shall be compiled by the Pao Chia Direction Department after verification and shall be submitted by the Department to the Police Headquarters and Pao Chia Committee for file.

Art. 11. The post of the head of a ~~Wu~~ shall be filled by the head of a family who lease the premises direct from a landlord, or the head of a family occupying their own premises. Should there be two ~~families~~ ^{or more than two} residing in a house bearing one house number, and both these families either lease the premises direct from the landlord or are owners of the premises themselves, the heads of these two ~~families~~ ^{or more than two} shall elect one person from among themselves to act as the head of the ~~Wu~~.

When the head of a family is unable to act as the head of a

Wu on account of special circumstances, or when the head of a family is a female and is unwilling to discharge the duties of a Wu head, a person who is next in seniority in the same family, or the head of a subordinate Wu may be selected to act as the head of the Wu.

Art. 12. The head of a Chia shall be elected by the heads of the constituent Wu from among themselves. The head of a Pao shall be elected by the heads of the constituent Chia from among themselves. The head of a Combined Pao shall be elected by the heads of the constituent Pao from among themselves. The various heads of Combined Pao shall elect one person from among themselves to fill the post of the head of the ~~Associated Combined Pao~~. *District*

Art. 13. The head of a Combined Pao may decline to act ^{concurrently} as the head of a Pao. The head of a Pao may decline to act ^{concurrently} as the head of a Chia.

Art. 14. The head of a Chia, head of Pao and head of Chia may each have ^{one or two deputy} ~~an assistant~~ head, but the ~~Assistant~~ ^{deputy} head of a Combined Pao must act concurrently as the head of a Pao, the ~~assistant~~ head of a Pao must act concurrently as the head of a Chia, and the Assistant head of a Chia must be the head of a Wu.

Art. 15. Persons under one of the following conditions shall not be eligible for filling the post of the head of a Chia, and so forth:-

- (1) Persons who are under 20 years of age;
- (2) Have committed acts endangering peace and order and sentenced to imprisonment;
- (3) Have been deprived of civil rights and not yet been restored;
- (4) Who smokes opium or takes other narcotics;
- (5) Disabled or illiterate;
- (6) Without legitimate occupation and permanent property.

Art. 16. The ~~Hu~~ Heads within a Chia shall jointly report to the Pao ~~Head~~ the ~~election and~~ ^{or} change of Chia Heads. The Chia heads within a Pao and the Pao heads within a Combined Pao shall jointly report to the ~~Combined Pao head~~ ^{Combined Pao head on the District Head} ~~and the head~~ ^{of the associated combined Pao respectively.} ~~the election and change of Pao head and~~ ^{the recommendation of} Combined Pao head.

^{Deputy heads} The Pao and Chia heads shall be appointed by the heads of associated Combined Pao, and the Combined Pao heads and heads of associated Combined Pao by the Police Headquarters.

The election and change of the heads of ^{District} ~~associated~~ Combined Pao, ~~Combined Pao~~, Pao and Chia shall all be determined by a majority of the various grades of the Pao Chia personnel.

The ~~election~~ and change of Chia heads and higher members of the Pao Chia system, shall be reported at the same time to the Police Station of the district concerned and to the Pao Chia Direction Department for record.

Art. 17. When the Police Headquarters finds any head of ^{District} ~~associated~~ Combined Pao, ~~Combined Pao~~, Pao or Chia to be incompetent, or considers it necessary to replace him, a re-election may be ordered.

Art. 18. After the Pao Chia system has been established, the Pao heads shall immediately summon the Chia heads to a Pao Chia conference in order to reach an agreement concerning Pao Chia regulations. This agreement shall be signed and observed by all.

The matters to be discussed and decided at the Pao Chia conference are as follows:-

1. The designation and area of the Pao and Chia.
2. Providing Hu door plates and taking a census.
3. Organizing ^a ~~of~~ Civil Vigilance Corps.
4. Precautions and first-aid in case of flood,

fire or storm.

5. ~~Search and~~ Restriction of persons passing in and out of ⁴ particular areas.
7. Investigation and ~~arrest~~ of undisciplined elements.
6. Taking precautions against robberies, taking reports, conducting searches and assisting in the enforcement of preventive measures.
8. Raising, collecting and taking charge of funds as well as making payments and reporting expenses.
9. ~~Combining~~ ^{Combining} Pao Chia workers and members of the Vigilance Corps for neglect of duties.
10. Rewards and solatia for Pao Chia workers and members of the Vigilance Corps.
11. Other matters essential to the preservation of peace and good order.

After the above matters have been decided according to the conditions in various Pao, the decisions shall be embodied in the agreement concerning Pao Chia regulations.

Art. 19. After the agreement concerning Pao Chia regulations has been established, a detailed ^{map} plan showing the Pao and Chia areas shall be prepared forthwith. The names of the roads and alleyways in the ^{Pao} district as well as the number of ~~the~~ and residents shall be clearly stated therein. The ^{map} ~~plan~~ together with the jointly-signed Pao Chia regulations shall be submitted to the head of the ^{District} ~~Associated Combined Pao~~ for transmission or to the Pao Chia Direction Department for ^{reference}.

Art. 20. The Pao heads shall be responsible for the maintenance of peace and good order in the Pao under the direction and supervision of the head of the ^{District} ~~associated Combined Pao~~ and ^{Chief} ~~Chief~~ of the Police Station. Their duties are as follows:-

1. Supervision of the performance of duties by Chia heads.

2. advising residents in the Pao not to commit unlawful acts.

3. Assisting the heads of the ~~Associated Combined~~ ^{District} Pao and Combined Pao in the performance of duties.

4. Assisting and cooperating with military, official, gendarmerie and police officers to track down and arrest bad characters, robbers and thieves and to suppress the activities of undesirable elements.

5. Meting out punishment for violation of the agreement concerning Pao Chia regulations.

6. Issuance of rewards and solatia as provided in the agreement concerning Pao Chia regulations.

7. ~~Issuance of rewards and solatia~~ ^{giving rewards for} neglect of duties.

8. Organizing and directing the Vigilance Corps, assigning members of the Corps to particular posts and ^{fixing the hours} ~~arranging for the performance of duties by turns and at particular hours.~~ ^{for members.}

9. Erecting kiosks for Vigilance Corps members, marking out the areas for precautionary measures within the Pao and putting up barricading ~~equipment~~.

10. Performance of other duties ^{specified} ~~by Pao heads~~ according to law and orders ~~under~~ ^{under} the agreement concerning Pao Chia regulations.

Art. 21. The Chia heads shall be responsible for the preservation of peace and good order within the Chia under the direction and supervision of the Pao head. Their duties are as follows:-

1. Assisting the Pao head in the performance of duties.

2. Taking census of the residents within the Chia, preparing census certificates and ^{obtaining} ~~receiving~~ mutual guarantee and joint responsibility bonds.

3. Searching for bad characters within the Chia and enquiring about the movement in and out of residents.

4. Assisting and cooperating with military, official, gendarmerie and police officers as well as the Pao head to track down and arrest bad characters and robbers and to suppress the activities of undesirable elements.

5. Advising residents within the Chia not to commit unlawful acts.

6. Performance of other duties ~~by the Chia head~~ ^{specified} according to law and orders ~~and~~ under the agreement concerning Pao Chia regulations.

Art. 22. The agreement concerning Pao Chia regulations shall be signed and adhered to by all Hu heads within the Pao and Chia. Any Hu heads who move into the district or return to the district after removal, as well as those who have newly become Hu heads, shall also ^{sign} ~~subscribe~~ to the agreement already in force within the respective Pao and Chia.

Art. 23. Apart from adhering to the Pao Chia Pledge in accordance with the provisions of the preceding article, the head of each Hu shall join with at least three other Hu heads ^{in all} in the same Chia to sign a mutual guarantee and joint responsibility bond. The bond shall state that various Hu covered by the bond shall admonish, encourage, and watch each other and may not have intercourse with, or connive at, any outlaws; that should any Hu violate this provision, the other Hu shall immediately submit a confidential report of the case; and that if they should conceal the matter because of personal favoritism, various Hu under the mutual guarantee bond will willingly assume joint responsibility.

The forms of bond mentioned above shall be handed to various Hu heads by the head of Chia in person and shall be duly signed. Should any one be unable to write his name himself, he may ask another to write it for him, but must ^{either a chop or finger-print} affix a mark below his name; the Chia head shall also sign.

Each bond shall be made in triplicate. The Chia head shall collect the bonds and submit them to the heads of Pao, Combined Pao, and ~~Associated Combined Pao~~ ^{District} separately, for filing and investigation. Affixing of marks shall be by chop or fingerprint.

Art. 24. Should any of the following conditions arise, the ~~Hu~~ head shall immediately make a report to the Chia head:

1. When he understands that some suspicious characters have secretly entered ~~the area~~ ^{the district};

2. When a guest is retained to stay overnight and when he leaves; or when a member of the family goes out on an overnight mission and when he or she returns; and

3. Birth, death, or any census change, resulting from other causes.

Art. 25. When Pao Chia heads know ~~the~~ ^{of} some census changes, or receive notice of change from a ~~Hu~~ head or a resident within their Pao and Chia, the Chia head shall promptly report to the Pao head for transmission ~~of the information~~ to the head of Combined Pao, head of ~~Associated Combined Pao~~ ^{District}, and the Police Station. Besides, ~~in case~~ ^{should} the circumstances described in Clause 1 of the preceding Article ~~should~~ occur, the Chia head shall make a careful investigation. If he deems that the case is definitely detrimental to the security of the locality, he may take such emergency measures as search or arrest and shall immediately report to the ~~Chief of~~ ^{Chief} of the Police Station.

Art. 26. When a head of Combined Pao, head of Pao, or ~~Chia~~ ^{Chia} head needs the cooperation of residents in his Combined Pao, Pao, ~~Pao~~, or Chia in the discharge of his duties, the head of Combined Pao may ~~from time to time call~~ ^{at any time} Pao heads together and assign them their duties. The Pao head may ~~from time to time~~ ^{at any} assemble Chia heads and assign them their duties. The Chia head may ~~from time to time~~ ^{at any} call Hu heads together and assign them their duties.

- Art. 27. When the military, officials, gendarmes, and police search for or attempt to apprehend bandits or culprits, various Pao^d Chia heads shall lead the Civilian Vigilance Corps members of their respective Pao and Chia to assist in search and arrest under the direction of the military, officials, gendarmes, and police officers.
- Art. 28. All males between twenty and forty-five years of age in the various Pao Chia districts shall be enrolled in the Civilian Vigilance Corps, the regulations governing which shall be separately drawn up.
- Art. 29. All Pao Chia chops shall be made of wood bearing the characters in plain print type carved in relief. The chops for heads of ~~Associated Combined Pao~~ District shall be oblong, and chops for other heads subordinate to them shall be uniformly long.
- Art. 30. The regulations governing the Council's Pao Chia Committee shall be separately determined.
- Art. 31. The regulations governing the Pao Chia Direction Committee of the Police Headquarters shall be separately drawn up.
- Art. 32. As a matter of principle, offices of Pao and Chia heads shall be established in their residences, companies or business premises. Heads of Combined Pao may maintain separate offices. The name of the office of ~~a~~ head of ~~Associated Combined Pao~~ should be ".....Pao Chia District Office".
- Art. 33. Pao Chia expenses shall be borne by the Council, but residents may at their own discretion contribute money or equipment to make up any deficit.
- Art. 34. Heads of Hu, Chia, Pao, Combined Pao, and ~~Associated Combined Pao~~ District shall draw no salaries.
- Art. 35. If any resident in a Pao Chia district should be in collusion with bandits, culprits, and unprincipled persons, harbour them or allow them to escape, he shall be punished

according to the Criminal Code, and in addition the Chia head concerned and various ~~other~~ heads who have signed the mutual guarantee and joint responsibility bond shall be punished with detention of not less than four days and not more than 30 days.

If the Chia head or any of the ~~other~~ heads signing the mutual guarantee and joint responsibility bond should knowingly conceal the above circumstances, ~~punishment~~ punishment shall be meted out according to law. However, if he discovers the case himself and makes a true report, he may be exempt from punishment.

Art. 36. Those who commit any of the following offences shall be punished with a fine of not less than four dollars and not more than forty dollars:

1. Refusing to join the Pao Chia Pledge provided for in Article 25;
2. Concealing, or failing to report any of the cases referred to in Article 25;
3. Making false report in regard to census particulars, or destroying census certificates;
4. Refusing to discharge the assigned duty; and
5. Neglecting the duty of carrying out the Pao Chia regulations.

The penalties mentioned above shall be imposed by the ~~Chief~~ ^{Officer in Charge} of the Police Station. Should any one fail to pay the fine within the time limit, the fine may be converted into detention at the rate of one dollar per day.

Art. 37. If a head of Combined Pao, Pao, or Chia should abuse his authority, he shall be sentenced to ~~correctional~~ punishment according to law and the ordinances and may, in addition, be punished by the head of ^{District} ~~associated Combined Pao~~ in conjunction with the ~~Chief~~ ^{O. i/c} of the Police Station under the following provisions:

1. Fine of less than \$100,

2. Public censure and/ or
3. Dismissal.

Art. 38. Should any of the following circumstances occur, compassionate grant shall be given under the Pao Chia Pledge, and the head of ^{District} ~~Associated Combined Pao~~ in conjunction with the ^{O. I. C.} ~~Chief~~ of the Police Station may petition the Pao Chia Direction Department of the Police Headquarters to issue reward or colation ^{according to the} ~~as the case may~~ ^{merit, nature of the deed}.

1. Those who discover the whereabouts of bandits or culprits and who make prompt report thereby effecting a rest;
2. Those who seize guns, ammunition, or documents secretly transported or ^{clipped} ~~carried~~ by bandits;
3. Those who make particular efforts to assist the military, officials, gendarmes, and police in searching and apprehending bandits and culprits;
4. Those who make special contributions toward the Pao Chia expenses;
5. Those Pao, Chia, or ~~W. A.~~ ^{W. A.} ~~W. A.~~ ^{W. A.} who have achieved remarkable results which may serve as an example for other districts; and
6. Those who suffer injuries, or lose their lives as a result of rendering assistance in searching or apprehending bandits and culprits, or in an effort to prevent catastrophes through wind or fire.

Art. 39. Should these Regulations prove to be inadequate, amendment may be made from time to time.

(Note: Received for translation a.m. 27th May, 1942.)

C. K. Liang.



TRANSLATION

SHANGHAI MUNICIPAL POLICE
SP. BR. REGISTRY

No. N.

Organization of "Civil Policing Corps" by French Police
Authorities Expenses to be borne by Residents in Pao
Chia District.

(Published in Chinese Newspapers on 27/ (12)

According to an order issued by the French Consulate General in Shanghai the French Concession Police Authorities have decided to organize a "Civil Policing Corps" in the Concession on the basis of the Pao Chia System so as to enable the residents to take an active part in the measures for the safeguarding of public peace and order. It is decided that with the following exception all Chinese youths above the age of 20 and below 45 must participate in the work of the "Civil Policing Corps". The persons who may be exempted from the "Civil Policing Corps" duties are (1) public officers and (2) disabled persons, or persons with serious physical defects. Persons who have been punished for criminal offences or deprived of civil rights will also be prohibited from participating in the work of the "Civil Policing Corps". Since it is the duty of the public to engage in the activities of such public organizations, the expenses required shall be borne by the residents in the various Pao Chia districts concerned.

General Scheme of Organization. The "Civil Policing Corps" of the various Pao Chia districts shall be organized according to the "Lien Pao" divisions in the Pao Chia districts. There shall be a Commander and two Vice-Commanders for each Civil Policing Corps, whose posts are to be filled by the Chiefs and Assistant Chiefs of the various Pao Chia districts respectively. In the "Lien Pao" districts there shall be a Division Chief and two Assistant Division Chiefs for the Corps; their duties are to be assumed by the "Lien Pao" Chiefs and Assistant "Lien Pao" Chiefs. The Chiefs of the various "Pao" shall act concurrently as the Chiefs of Divisions of the Corps, and the Chiefs of the various "Chia", the Chiefs of Sub-Divisions. In each Sub-Division there shall be from 9 to 15 members; the number however, may be increased or reduced by the Chiefs of Division according to the conditions in the districts or on orders issued by the Police. The Chiefs of Police Stations may specify the number of persons to stand on duty, order at any time a patrol to be made and issue orders for the discontinuance or continuance of patrol during curfew hours. The members of the Corps shall register at the various Police Stations, and undergo training under the supervision of officers deputed by the Police Stations.

Duties. The Chiefs of Pao Chia districts shall be responsible for the supervision of the work of the "Civil Policing Corps" in their districts and make inspection tours from time to time. The Assistant Chiefs of Pao Chia districts shall co-operate with the Chiefs in connexion with various matters and act on behalf of the Chiefs during the absence of the latter. Chiefs of "Lien Pao" should assist the Chiefs of "Pao Chia" districts in supervising the work of the Corps in their "Lien Pao" districts. The Assistant Chiefs of "Lien Pao" should assist the Chiefs of "Lien Pao" and act on behalf of the Chief during their absence. The duties of Chiefs of "Pao" are as follows:-

1. To compile a list of names of the members of the Corps in the "Pao",
2. To supervise carefully the work of the Corps under their charge,
3. To record in detail the activities of the Corps under their charge, in a book,
4. To assist the Chief of "Lien Pao" in the performance of their duties, and
5. To submit recommendations to promote the work of the Corps.

The duties of the Chiefs of Sub-Divisions are as follows:-

1. To compile without bias a table showing the shifts of the members,
2. To notify the members in advance of the time for stand-by duties,
3. To assign work to the members,
4. To report to the Chiefs of "Pao" any cases of malfeasance of duties, and
5. To inspect the uniforms of the members from time to time to see that they are clean and arranged in good order.

The duties of the members of the Corps are as follows:-

1. To immediately report to the Chief of Sub-Divisions when summoned,
2. To inform the Police of any incident,
3. To assist the Police Stations, in searching for unlawful elements,
4. To persuade residents to obey law and observe Police Regulations,
5. To supply various information regarding public order to Police Stations, and
6. To be on the look-out for suspicious characters.

The members of the Corps shall stand on duty by turns of two hours per shift and transmit the important instructions received to their successors on their return. These shall be one or several Sub-Divisions for each "Pao". When the members are on duty, they shall be provided each with a police baton and a whistle and also wear an armlet bearing the characters "French Concession Civil Policing Corps No.3 Lien Pao No.3 Pao". The armlets are to be chopped and numbered by the Police Stations.

Meritorious Services, Awards, Offences and Penalties.

Members who work enthusiastically will receive the eulogy of the Authorities. (The following persons will be eulogized)

1. Persons who supply information regarding undesirable characters or immediately report their whereabouts with the result that the undesirable characters are arrested.
2. Persons who make reports on armaments or subversive propaganda..
3. Persons who work diligently.

Relatives or dependents of members injured or killed during the performance of their duties will be given compensation. Members will be punished according to law for any one of the following offences:-

1. Assisting, instigating, co-operating with or harbouring undesirable characters, or deliberately refraining from reporting any undesirable characters who have been discovered by them or whose activities are known to them.
2. Negligence of duties.
3. Reckless use of authority.
4. Receipt of bribes.
5. Participating in civilians movement without permission.